

Message Text

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ACTION IO-06

INFO OCT-01 EUR-08 ISO-00 AF-04 ARA-06 EA-06 NEA-06 RSC-01

CIAE-00 DODE-00 PM-03 H-01 INR-05 L-01 NSAE-00 NSC-05

PA-01 PRS-01 SP-02 SS-15 USIA-06 ACDA-05 SAJ-01 /084 W

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R 060208Z NOV 74

FM USMISSION USUN NEW YORK

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INFO AMEMBASSY MOSCOW

AMEMBASSY LONDON

AMEMBASSY PARIS

C O N F I D E N T I A L USUN 4756

E.O. 11652: GDS

TAGS: PFOR, UN, UR

SUBJECT: SOVIET PEACEKEEPING APPROACH

1. SMUN MINISTER OVINNIKOV HAS ASKED AMB. SCHAUFELER WHETHER US WOULD AGREE TO CONSIDER UK "VETO BY CHALLENGE" PROPOSAL AS NEXT STEP OF PEACEKEEPING NEGOTIATIONS. HE SAID HE RECOGNIZED SUCH CONSIDERATION COULD NOT BEGIN BEFORE MID-WINTER, AFTER GA HAD ENDED. NEVERTHELESS, HE HOPED US COULD GIVE HIM ANSWER IN PRINCIPLE AS SOON AS POSSIBLE -- THOUGH HE ADDED SUGGESTION WAS HIS OWN AND WAS NOT BROACHED ON INSTRUCTIONS.

2. IF US AGREED TO CONSIDER "VETO BY CHALLENGE" CONCEPT, OVINNIKOV THOUGHT DISCUSSIONS SHOULD FIRST BE BILATERAL, AND THEN ENLARGED TO TAKE IN BRITISH AND FRENCH BEFORE MOVING TO PEACEKEEPING WORKING GROUP. OVINNIKOV HAS IN FACT ALREADY SOUNDED OUT UK AND FRENCH DELEGATIONS. BOTH SAID THEY WERE AGREEABLE TO DISCUSSING CONCEPT; HOWEVER, BRITISH POINTED OUT THAT QUADRILATERAL TALKS WOULD SERVE NO PURPOSE UNTIL US AND USSR HAD PREPARED GROUND.

3. DEPT WILL RECALL THAT "VETO BY CHALLENGE" CONCEPT ENVISAGES THREE GROUPS OF DECISIONS. FIRST ENCOMPASSES
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ULTIMATE, KEY PEACEKEEPING DECISIONS WHICH WOULD BE SUBJECT

TO VETO. SECOND GROUP INCLUDES DECISIONS ON MATTERS SUCH AS SIZE OF FORCE, APPOINTMENT OF COMMANDER AND DEPUTY COMMANDER, WHICH WOULD BE RESPONSIBILITY OF SYG, BUT COULD BE CHALLENGED BY ANY SC MEMBER AND WOULD BE SUBJECT TO VETO. THIRD GROUP COMPRISES ESSENTIALLY PROCEDURAL MATTERS SUCH AS STRUCTURE OF FORCE AND SMALL CHANGES (E.G. 20 PER CENT) IN ITS SIZE, WHICH WOULD NOT BE SUBJECT TO VETO. IMPORTANT ADDITIONAL ELEMENT OF VETO BY CHALLENGE CONCEPT IS THAT ANY COUNCIL MEMBER COULD CHALLENGE "ANY OPERATIONAL INITIATIVE" IN THE COURSE OF AN OPERATION, AND IF VETOED THAT OPERATION WOULD HAVE TO TERMINATE.

4. COMMENT: REQUEST AUTHORIZATION TO DISCUSS "VETO BY CHALLENGE" CONCEPT WITH SOVIETS HERE. WE DO NOT THINK CONCEPT WOULD IN PRACTICE GIVE SC SUBSTANTIALLY MORE AUTHORITY THAN IT NOW HAS IN UNEF, WHERE "ALL MATTERS WHICH MAY AFFECT THE NATURE OR CONTINUED EFFECTIVE FUNCTIONING OF THE FORCE WILL BE REFERRED TO THE COUNCIL FOR ITS DECISION." CERTAINLY, IT SEEMS TO US LESS PERNICIOUS THAN SOVIET-STYLE ARTICLE 29 COMMITTEE, WITH EXECUTIVE RATHER THAN CONSULTATIVE RESPONSIBILITIES. FURTHERMORE, IT FORCES MEMBER TO CAST VETO AGAINST RECOMMENDATION OF SYG. WE BELIEVE DISCUSSION OF "VETO BY CHALLENGE" SHOULD BE CONTINGENT UPON SOVIETS DROPPING THEIR INSISTENCE ON EXECUTIVE-TYPE ARTICLE 29 COMMITTEE.

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: PEACE PLANS
Control Number: n/a
Copy: SINGLE
Draft Date: 06 NOV 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: SmithRJ
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974USUNN04756
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D740318-0216
From: USUN NEW YORK
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19741164/aaaaccth.tel
Line Count: 87
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 2
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: SmithRJ
Review Comment: n/a
Review Content Flags:
Review Date: 01 MAY 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <01 MAY 2002 by rowelle0>; APPROVED <27 MAR 2003 by SmithRJ>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: SOVIET PEACEKEEPING APPROACH
TAGS: PFOR, UR, UN
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005